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1983

PARKS PERSPECTIVE

PLEASE RETURN

STATE OF MONTANA

MONTANA
1015 E. 7TH AVE.
HELENA, MONTANA 59620



March, 1983

Montana Department of
Fish, Wildlife & Parks
Parks Division



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The Cover:

Canyon Ferry Reservoir is a 24 mile long impoundment of the Missouri River lying 20 miles east of Helena. The 25 state recreation areas along its shores provided a variety of water based recreation to nearly 470,000 visitors in 1982.

TABLE OF CONTENTS

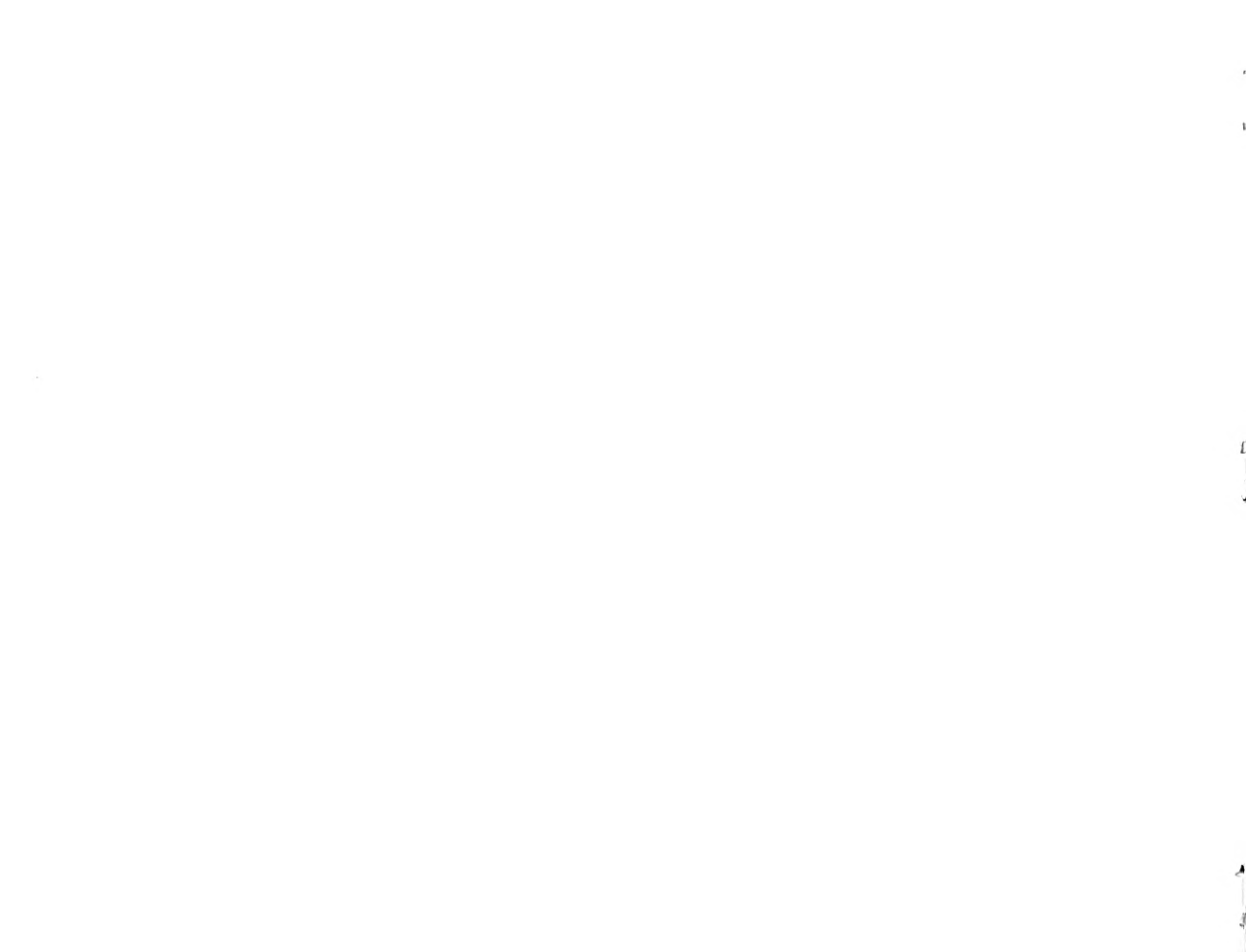
Chapter 1 ROLES AND RESPONSIBILITIES 2

Chapter 2 LOOKING BACK 4

Our complete annual report for fiscal year 1982.

Chapter 3 LOOKING AHEAD 44

The 1983 SCORP; A Summary



ROLES AND RESPONSIBILITIES

The State Park System

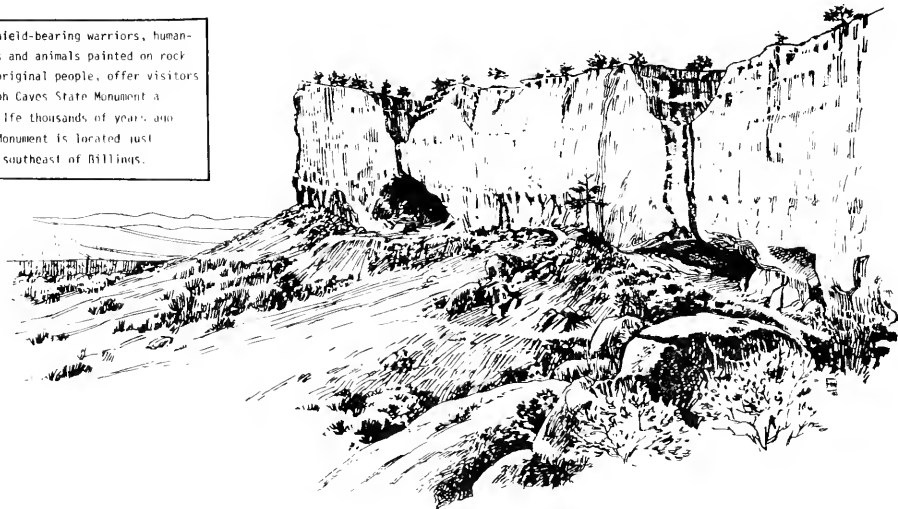
The embryo which would eventually mature into Montana's present State Park System began to develop in 1929. In this year, a Kiwanis club supported bill was passed by the legislature which designated the state forester as state park director. In 1934, Morrison Cave (then designated as Lewis and Clark National Monument and now named Lewis and Clark Caverns) became Montana's first state park. Sale of the cave's admission tickets was the Park System's principle source of revenue from 1939 until 1947 when the first legislative appropriation was made for park purposes. Up to 1947, five parks had been donated to the Park System, but appropriated funding allowed the system to grow to thirteen sites by 1953. In an effort to consolidate state government, in March 1953, all park functions were transferred from the State Forester's Office to the State Highway Commission. In 1965, the Fish and Game Department (name changed to Department of Fish, Wildlife and Parks in 1979) accepted responsibility for recreation management and all park functions were again transferred. This latter transfer was made in order to coordinate all park and recreation activities under a simple parent agency, where it resides yet today.

As you will read in the remainder of this publication, the Parks Division has been and continues to be very active in providing outdoor recreational opportunities for the state's inhabitants and visitors. The Park System now includes approximately 300 parks, monuments, recreation areas, waterways, roads, trails, and fishing access sites. Operation and maintenance of snowmobile and motorboat facilities is the responsibility of the Parks Division and other special interest outdoor recreation groups often turn to the Division and the Department for assistance. In addition, the Department of Fish, Wildlife and Parks through the Parks Division administers the Land and Water Conservation Fund, a federal grants-in-aid program for local and state outdoor recreation projects. For details on these and other current activities, please read on.

Roles and Responsibilities

The Department of Fish, Wildlife and Parks is mandated by law to conserve Montana's scenic historic, archaeological, scientific and recreational resources for the use and enjoyment of the people. The Parks Division operation of state parks, recreational areas, monuments, fishing access sites, and recreational waterways, roads, and trails fulfills that responsibility. To a degree, management for conservation and use are contradictory goals neither of which may be allowed to predominate within the system. There is little point in conserving park resources if they cannot be used and enjoyed by people, but use cannot be allowed to destroy the very thing being conserved either. Management such as land acquisition, capital construction, law enforcement, interpretation, the provision of information, operations, general maintenance, and coordination with other agencies must be carefully balanced to produce the end product -- resources of value to present and future generations.

Images of shield-bearing warriors, human-like figures and animals painted on rock walls by aboriginal people, offer visitors to Pictograph Caves State Monument a glimpse of life thousands of years ago. This State Monument is located just seven miles southeast of Billings.



Chapter 2

LOOKING BACK

Regional Boundaries and Offices	5
State Parks Visitation	6
Park System Sites and Acquisitions	10
The Coal Tax	12
The Land and Water Conservation Fund	16
The Snowmobile Program	18
The Planning Bureau	20
The Design and Construction Bureau	22
The Regions	28
Parks Division Personnel	38
Funding and Expenditures	40
Publications	42

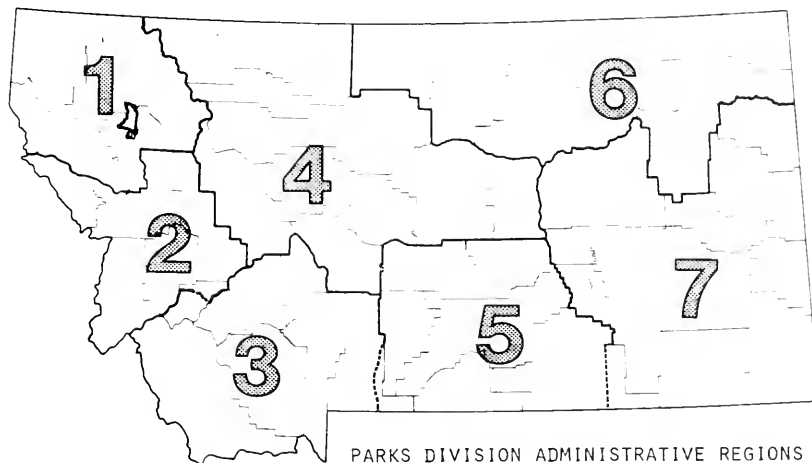


The spectacular and unusual beauty of towering cap rocks, clay buttes, and rolling pine-clad mesas led to the establishment of Makoshika State Park near Glendive in 1953. Over 4600 acres are now within the Park boundaries.

Regional Boundaries and Offices

STATE HEADQUARTERS

1420 East Sixth Ave.
Helena
449-3750



REGIONAL OFFICES

Region 1
490 North Meridian Road
Kalispell
755-5505

Region 2
3309 Brooks
Missoula
721-5808

Region 3
8695 Huffine Lane
Bozeman
586-5419

Region 4
Route 4, Box 243
Great Falls
454-3441

Region 5
1125 Lake Elmo Drive
Billings
252-4654

Region 6
Route 1, Box 210
Glasgow
228-9347

Region 7
Box 430
Miles City
232-4365

PARKS DIVISION ADMINISTRATIVE REGIONS

Montana State Park System Visitation

How many people visit the State Park System? The answer to this question is one of the most sought after pieces of information for a park manager. Not only are visitation figures used for the manager's park planning, but they are constantly being requested by other agencies, organizations, or individuals. Our state has over 300 State Park System sites dotting its average 550 mile length--collecting accurate visitor statistics is no easy task.

The Technique

The mainstay of the visitation calculation technique is the electric traffic counter. These instruments are quite expensive and manpower is not available to manage one counter site every site, so counter sites are on an annually rotating schedule. Each site in the state should be serviced by a traffic counter once every five to seven years. In the interim, visitation statistics from the previous year are revised according to traffic flow on each site's feeder route as determined by the Montana State Highway Department's extensive traffic counter system.

Traffic counts are converted to visits by using a person/vehicle factor determined by observation while collecting camping fees. Traffic counters tend to produce visitation figures at the high end of the scale because a visitor may leave and re-enter a site more than once during one outing. Park System wide, however, this overestimate is somewhat balanced by the fact that a number of sites have secondary entrances or are accessible by foot or boat only, thus avoiding all traffic counters.

Traffic counter readings are taken during a period of time beginning with the Memorial Day weekend (May 28, 1982) to September 30. Annual statewide visitation can be derived by expanding this value by 15%. This value was determined from observation by park officials.

The Results

The counter program tells us that the Montana State Park System hosted over four million people during the entire 1982 calendar year. This is an increase of 17% over 1981. A comparison of overnight camping permit sales, to total visitation revealed that 13% of the System's visitors stayed overnight.

STATEWIDE PARKS VISITATION

	Visits	%Change From Previous Year
Calendar Year 1980	3,274,489	see note
Calendar Year 1981	3,544,000	+7
Calendar Year 1982	4,146,400	+17

Note: Since a revised technique was used to determine visitation in 1980, this figure is not comparable to the 1979 visitation.

In contrast to the visitation increase reported above, the two traditional indicator sites below, suggest a decrease in visitation. A slight decrease or perhaps a constant number of visitors between 1981 and 1982 may be more realistic and consistent with traffic flow on the states primary and secondary highways. The Montana Department of Highways reported a decline of approximately 1% on its highways statewide through November of 1982.

The reported visitation increase results, at least partially, from the replacement of less reliable pre-1980 visitation statistics with current traffic count information. In many cases, the pre-1980 statistics are much lower than the current and more reliable visitation figures derived from actual traffic counts. Although the magnitude of the visitation increase may be questionable, the number of visitors reported becomes more accurate each year as remaining pre-1980 statistics are updated.

LEWIS AND CLARK CAVERNS Tour Ticket Sales

	May	June	July	August	Sept.	% Change From Total Previous Year
Calendar Year 1980	4,644	10,039	17,216	17,117	3,599	52,615 +4
Calendar Year 1981	4,638	11,391	19,154	17,458	5,304	57,943 +10
Calendar Year 1982	3,642	10,018	18,565	16,004	4,673	52,902 -9

CHIEF PLENTY COUPS MUSEUM Guest Registration

	May	June	July	August	Sept.	% Change From Total Previous Year
Calendar Year 1980	182	518	731	506	201	2,138 +12
Calendar Year 1981	408	906	714	465	193	2,756 +29
Calendar Year 1982	330	334	634	554	280	2,232 -18

The total visitation statistics presented in Tables 1 and 2 below were collected by use of the traffic counter technique. Overnight visits were determined by overnight camping permit sales plus 30% - permit sales are considered to be only 70% efficient statewide. One permit corresponds to one vehicle. Therefore, the permit sales must also be multiplied by the number of persons observed per vehicle to convert to the number of visitors. Day use is merely the difference between total visits and overnight visits at fee sites. All statistics are given in terms of the number of visits during the period beginning with the Memorial Day weekend and ending September 30, except for the annual visitation given in the last line of Table 2.

Table 1. Fee Areas - 1982 (May 28 - September 30)			
Region	Overnight Visits / % Total	Day Use Visits / % Total	Total Visits
1	83,000 / 26	240,600 / 74	323,600
2	8,700 / 17	43,400 / 83	52,100
3	13,400 / 9	139,300 / 91	152,700
Canyon Ferry	27,700 / 7	399,400 / 93	428,100
4	10,100 / 17	47,700 / 83	57,800
5	11,700 / 4	250,300 / 96	262,000
6	no fee areas	no fee areas	no fee areas
7	6,100 / 3	163,400 / 97	189,500
Statewide	161,700 / 11	304,100 / 89	1,465,800

Table 2. All State Park System Sites - 1982 (May 28 - September 30)			
Region	Overnight Visits / % Total	Day Use Visits / % Total	Total Visits
1	169,000 / 26	482,700 / 74	652,300
2	73,800 / 17	360,300 / 83	434,100
3	46,900 / 9	474,500 / 91	521,400
Canyon Ferry	32,800 / 7	435,400 / 93	468,200
4	90,300 / 17	440,600 / 83	530,900
5	22,200 / 4	531,600 / 96	553,800
6	0 / 0*	73,900 / 89*	83,000*
7	10,900 / 3	351,000 / 97	361,900
Seasonal Total	456,000 / 13	3,152,000 / 87	3,605,600
Annual Total (Seasonal Total + 15%) Overnight use will decrease by an unknown factor - 4,146,400 during winter months making it impossible to apply the 15% increase to overnight and day use to arrive at annual use.			

*All regional percentages come from Table 1. Since Region 6 has no fee areas, the statewide average from Table 1 was used.

In 1982, the State Park System received visits from every county in the state, every state in the Union, and from seven foreign countries. Visitors came from such distant places as England, France, Germany, Holland, Switzerland, and Ireland.

Overnight ticket sales indicated that between May 28 and September 30, 1982, 56% of the visitors at fee collecting sites were residents of Montana. Although this figure was derived from permit sales at fee collection sites, we assume that a similar percentage applies to statewide visitation.

<u>Table 3. Resident and Nonresident Visitation At Fee Collection Sites Only</u>		
<u>Region</u>	<u>Nonresident Visitation</u>	<u>Resident Visitation</u>
1	63%	37%
2	53%	47%
3	87%	13%
Canyon Ferry	26%	74%
4	17%	83%
5	7%	93%
6	no fee areas	no fee areas
7	48%	52%
Statewide	44%	56%

Where they came from -- the six most common visitor origins during the summer season, as determined by overnight camping permit sales.

<u>Origin</u>	<u>% of Total Overnight Visits</u>
Lewis & Clark County, Montana	12%
Yellowstone County, Montana	9%
Washington	8%
Cascade County, Montana	7%
Missoula County, Montana	7%
California	7%

Park System Sites and Acquisitions

Seven fishing access sites and three state recreation areas were acquired during the 1981-82 fiscal year, totaling 970 acres. Of this total 696 acres were acquired in fee and 274 by lease.

The various fishing access sites were acquired through state monies from the sale of fishing licenses, donations and no cost leases. Two of the state recreation areas, Spring Meadow Lake and Doeden's Island on the Yellowstone River east of Miles City, were chosen by the 1981 Legislature and purchased with Coal Tax monies.

Spring Meadow Lake, just west of Helena, consists of 55 acres and provides a close-in recreation area to the people of Helena. Doeden's Island allows access to the Yellowstone River and its 269 acres of land provides a natural area for recreationists to view wildlife.

White Bear State Recreation Area, consisting of 20 donated acres, allows access to the Missouri River south of Great Falls.

TYPE OF AREA	Number (5/30/81)	Number (5/30/82)
State Park	10	10
State Recreation Area	67	70
State Monuments	18	18
Fishing Access Sites	<u>204</u>	<u>211</u>
Total	299	309
State Recreation Road	1	1
State Recreational Trails (in Sluice Boxes State Monument)	1	1
State Recreational Waterways	5	5

The highlight of any visit to the nearly 2800 acre Lewis & Clark Caverns State Park, is a guided two hour tour through its subterranean chambers and passageways.

ACQUISITIONS COMPLETED BETWEEN
JULY 1, 1981 AND JUNE 30, 1982

	DATE	NAME	COUNTY	ACREAGE	COST	PURPOSE
State Parks	12/81	Lone Pine Addition	Flathead	6.7	Donation	Hiking, nature study, sightseeing
	9/81	Wildhorse Island Addition	Lake	286.38	\$122,523 & Partial Donation	Hiking, nature study, sightseeing
State Recreation Areas	8/81	Spring Meadow Lake	Lewis & Clark	55.8	\$293,000	Hiking, nature study, sightseeing
	12/81	White Bear	Cascade	20	Donation	Hiking, nature study, sightseeing
	5/82	Unnamed	Custer	269	\$110,000	Hiking, nature study, sightseeing
Fishing Access Sites	9/81	Mid Canon	Cascade	8.68	No Cost Lease	Fishing/floating
	11/81	Ackly Lake	Judith Basin	170	No Cost Lease	Fishing/floating
	5/82	Point of Rocks	Park	15	No Cost Lease	Fishing/floating
	4/82	Pine Creek Bridge	Park	2.16	\$20,000	Fishing/floating
	7/81	Kirk Addition	Gallatin	0.9	Donation	Fishing/floating
	8/81	Kirk Addition	Gallatin	13.54	Donation	Fishing/floating
	10/81	Johnsrud Park Addition	Missoula	0.61	\$10,000	Fishing/floating
	10/81	River Junction Land Trade	Powell	+21.13	Trade	Fishing/floating
	5/82	White Sandy Beach	Lewis & Clark	80.00	No Cost	Fishing/floating
	8/81	Manual Lsa	Yellowstone	38.34	\$46,600	Fishing/floating
	6/82	Georgetown Lake	Deer Lodge	2.49	\$20,283	Fishing/floating

The Coal Tax . . . Helping Provide Parks for Montana

As a result of the 44th State Legislature, a state coal severance revenue tax was initiated. A portion of this tax on coal extraction is distributed by formula to the State Parks System. Use of this money is limited to acquisition, and the improvement, and operation of state parks acquired with coal tax funds.

The acquisitions made with coal tax funds are significant because they contain values integral to a balanced system of state parks. Only with additional sources of funds like the coal severance tax can the state afford to preserve these special values.



Spring Meadow Lake SRA is a 64 acre facility on the outskirts of Montana's Capitol city. Fishing, swimming and canoeing are popular activities on its 20 acre spring fed lake.

The chart below briefly summarizes the acquisitions made since the law became effective in 1975.

Acquisitions Made With the Coal Tax			Acreage	Appraisal, Survey, and Title Cost	Purchased Cost
December, 1977	Roche Jaune SRA	Custer County	1.0	\$ 460.75	\$ 19,600
June, 1978	Bannack SP addition	Beaverhead County	1 lot	---	1,850
June, 1978	Powder River Depot SM*	Prairie County	easement	1,203.75	-0-
August, 1978	Council Grove SM	Missoula County	186.0	3,287.50	140,000
October, 1978	Rosebud Battlefield SM	Big Horn County	4883.0	4,070.76	881,160
January, 1979	Makoshika SP Addition	Dawson County	650.36	1,847.50	143,900
July, 1979	Giant Springs-Heritage SP Addition	Cascade County	28.6	1,800.00	97,500
August, 1979	Lake Josephine (leased to city)	Yellowstone County	---	4,106.16	125,000
August, 1981	Spring Meadow Lake SRA	Lewis & Clark County	55.8	714.55	293,000
April, 1982	Doeden's Island SRA	Custer County	269	3,074.04	110,000
August, 1982	Engle Ranch appraisal **	Dawson County	-0-	2,000.00	-0-
Total		6,074 acres		\$22,565.01	\$1,812,010
Total Cost:			\$1,834,575.01		
Other Matching Funds:			225,786.42		
Coal Tax Funds:			1,608,788.60		
			* Easement for historic monument, recreation and fishing access site from Burlington Northern		
			** Site not purchased. Engle Ranch not purchased.		

During the 1981 session, the legislature designated three areas for purchase with interest from the Parks Coal Tax Trust Fund. Two of the areas, Spring Meadow Lake, near Helena and Doeden's Island near Miles City were purchased. The third area, the Engle Ranch, situated along the Yellowstone River about three miles south of Glendive, was not purchased because an agreement could not be reached about the price.

The legislative mandate required the site to be appraised for determination of fair market value. The department was then to purchase the area for the appraised value or the asking price, whichever was less. The department offered to purchase the Engle property for the appraised value, but that price was unacceptable to the owners.

LEGISLATION CHANGED THE COAL TAX PARKS LAW

Prior to 1979 the Department of Fish, Wildlife and Parks had the responsibility of finding and choosing areas for acquisition made with the coal tax money. HB 350, passed by the 1979 Legislature, states that any person, association, or representative of a governing unit may submit a proposal for the acquisition of a site or area that would meet State Park System qualification. Proposals must be submitted to the Department of Fish, Wildlife and Parks by December 1 of the year preceding the convening of a legislative session.

The Fish and Game Commission shall then present to the legislature by the 15th day of any legislative session a list of areas, sites or objects that were proposed for purchase for use as state parks, state recreational areas, state monuments, or state historical sites with the money contained in the parks account.


The legislature must appropriate funds from this account before any park, area, monument or site may be purchased.

HB 871, passed by the 1981 Legislature, included a statement of intent that the department "adopt rules to equitably distribute funds for park acquisition." These rules may provide for adjustments of grants if less revenue is received than is appropriated under this act.

HB 871 also required that separate accounts be maintained for cultural and aesthetic grants and coal tax park acquisitions. Previously these funds were in one account. The interest earnings are split 2/3 for parks and 1/3 for cultural and aesthetic grants.

The 1981 Legislature's Long Range Building Committee passed a resolution instructing the department to submit proposals of their own along with the citizens list of proposals for areas to be purchased from the Coal Tax Trust Fund.

As a "governing unit" the Department of Fish, Wildlife and Parks shall submit a proposal or proposals for the acquisition of a site or area described in 23-1-102 from the income of the trust fund created by 15-35-103 (2)(h)(ii). The proposal(s) shall be included in the list of areas that are proposed for purchase as additions to the Montana State Parks System which the Fish and Game Commission presents to the legislature by the 15th day of the legislative session.



At the site of the present Rosebud Battlefield State Monument, General George Crook, in 1867, was repelled by over 1000 Indians, and prevented from assisting Lt. Col. George Custer in his ill-fated mission.

1983 COAL TAX ACQUISITION PROPOSALS

To inform the public about proposing Coal Tax acquisitions for the State Park Systems, in the spring and summer of 1982, the Parks Division published an article entitled "Help Pick Montana's State Parks" in the Montana Outdoors weekly newspaper column. News releases explaining the program were made available to the press statewide. In addition, a brochure was distributed to the department's regional offices and to any individual upon request. It contained an application form for sponsors to submit their park proposals to the department.

After the proposal deadline of December 1, an information packet will be prepared for review by the Fish and Game Commission. The packet will explain the legislation and actions leading to the proposals. The packet will also give a brief, uniform description of each acquisition proposal. This packet will be presented to the Legislature by the Fish and Game Commission by the 15th day of the 1983 session.

The 1981 Legislature's Long Range Building Committee passed a resolution instructing the department to submit proposals of their own along with a citizen's list of proposals for areas to be purchased from the Coal Tax Trust Fund. The department plans to submit a list of their own suggestions for State Park System acquisitions along with the citizen's list.

The Land and Water Conservation Fund . . .

Providing Statewide Outdoor Recreation

For the first time in its 17-year existence, the Land and Water Conservation Fund (LWCF) was not distributed to the states of the nation. Instead, all of the 1981-82 allocation was appropriated to federal agencies for acquisition. The LWCF is a federal program that provides grants to the states and their political subdivisions to assist with acquisition and development of public outdoor recreation areas and facilities. Grants may be used to fund up to 50 percent of the outdoor recreation project costs.

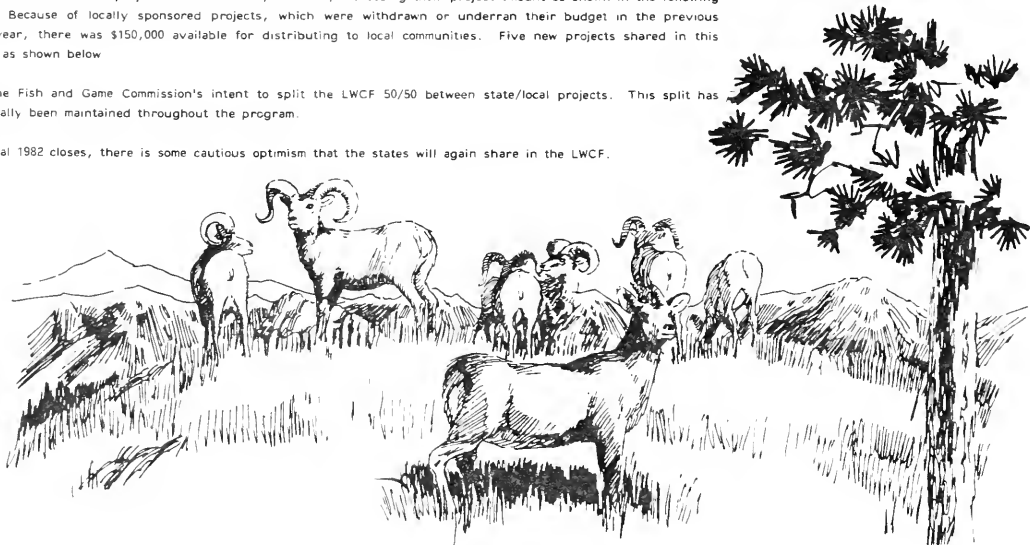
The Department of Fish, Wildlife and Parks was designated by law in 1965 as the state agency responsible for administration of the program. The Parks Division administers the program. Since the program's inception, Montana has received \$26,798,640 from the Land and Water Conservation Fund. With the 50 percent matching requirement this has resulted in \$53,597,280 expended on outdoor recreation areas and facilities in Montana.

With no funding coming to the state in Fiscal Year 1982, no new state LWCF projects were written during that fiscal year. Some state projects were amended, however, increasing their project amount as shown in the following chart. Because of locally sponsored projects, which were withdrawn or underran their budget in the previous fiscal year, there was \$150,000 available for distributing to local communities. Five new projects shared in this amount as shown below.

It is the Fish and Game Commission's intent to split the LWCF 50/50 between state/local projects. This split has historically been maintained throughout the program.

As Fiscal 1982 closes, there is some cautious optimism that the states will again share in the LWCF.

Wildhorse Island State Park is home to a band of 54 Rocky Mountain bighorn sheep which often provide spectacular viewing for island visitors.



STATE LAND AND WATER CONSERVATION FUND PROJECT AMENDMENTS

NAME	LWCF DOLLARS
Sluice Boxes SM (D)	\$ 124
Martinsdale FAS (D)	4,422
Petty Creek FAS (D)	4,605
Far West FAS (D)	9,226
Pelican FAS (D)	2,196
Salmon-Placid SRA (D)	6,716
Cooney SRA (D)	1,893
Boulder Forks FAS (D)	133
Wild Horse Island (A)	44,500
Lambeth Memorial SRA (D)	4,456
Frank Lake (A)	2,511
Black Sandy SRA (A & D)	18,975
Cameron Bridge FAS (D)	1,233
Swan River (A)	958
Kila FAS (D)	253
Old Steel Bridge FAS (D)	214
Springdale Bridge FAS (D)	2,139
Bell Crossing FAS (D)	219
Twelve Mile Dam FAS (D)	3,140
Grey Bear Boat Access (D)	4,159
Lost Creek SP (D)	1,625
Rookery SRA (D)	303
TOTAL STATE PROJECT AMENDMENTS	\$114,000
Statewide Outdoor Recreation Plan	19,518
TOTAL STATE PROJECTS	\$133,518

D - Development

A - Acquisition

LOCAL LAND AND WATER CONSERVATION FUND PROJECTS

SPONSOR	SCOPE	LWCF DOLLARS
Missoula (A & D)	Riverfront Park	\$ 49,000
Darby (D)	Two parks	5,000
Fallon County (D)	Baker Lake	50,000
Flathead County (D)	Bigfork Beach and Playground	5,075
Fort Benton (D)	Missouri River Park Improvement	40,000
TOTAL NEW LOCAL PROJECTS		\$149,075
AMENDMENT		
Powder River County (D)	Broadus Golf Course	47,600
TOTAL LOCAL PROJECTS		\$196,675

D - Development

A - Acquisition

The Snowmobile Program . . .

A Dimension of Winter Recreation

Montana's snowmobile program derives its revenue from two sources -- 1) \$2 registration fees, and 2) a share of Montana's gasoline tax (5/10 of 1% of the state's distributors gasoline tax is earmarked for snowmobiling). The Parks Division receives \$1 from every snowmobile registered plus 90 percent of the dollars generated through the gasoline tax. (The remainder goes to the Enforcement Division for enforcement of snowmobile laws and for safety education)

In Fiscal 1982, approximately \$195,558 were expended on operation, maintenance, development, and the administration of Montana's snowmobile program. This included the purchase of one new DMC 3700 trail groomer for West Yellowstone and one used DMC 1450 groomer for the Helena area. Snowmobile trail grooming was the major effort undertaken during the snowmobile season. Development of snowmobile trailhead facilities, clearing and marking of snowmobile trails, and maintaining of trailhead facilities also occurred.



The following is a listing of 1981-82 projects benefiting directly from the snowmobile fund.



...including fine snowmobile opportunities during the winter months.

SNOWMOBILE PROJECT SUMMARY 1981-82

TRAIL GROOMING

Location	Miles	Dollars
Lincoln	110	\$ 10,438
Missoula	60	9,427
Cooke City	50	19,802
West Yellowstone	150	44,954
Bozeman	100	10,443
Flathead County	100	16,019
Seeley Lake	150	12,697
Beaverhead County	65	4,467
Helena	100	8,053
Mineral County	60	1,417
Kings Hill	75	9,496
Anaconda	75	2,742
		<u>\$149,955</u>

PLOWING

Waldron Creek	\$ 746
Kings Hill	327
Missoula	2,308
Miles City	155
	<u>\$ 3,536</u>

DEVELOPMENT

Kings Hill (1 lot)	\$ 1,017
Elkhorn Hot Springs (1 lot)	5,569
Twelve Mile Dam (1 lot)	1,400
Missoula (1 lot)	4,280
	<u>\$ 12,266</u>

ADMINISTRATION

Helena (statewide)	\$ 21,378
Kalispell (Region 1)	965
Missoula (Region 2)	3,306
Bozeman (Region 3)	2,025
Great Falls (Region 4)	683
Billings (Region 5)	776
Miles City (Region 7)	668
	<u>\$ 29,801</u>

SUMMARY

Grooming	\$149,955
Plowing	3,536
Development	12,266
Administration	29,801
	<u>\$195,558</u>

The Planning Bureau . . .

Analyzing Recreation Information

During Fiscal Year 1982, the format for the 48% statewide Comprehensive Outdoor Recreation Plan (SCORP) was finalized. It will be published in March of 1983. A unique feature of Montana's 1983 SCORP will be its treatment of specific recreational issues. Each of these issues was discussed in article form and published in Montana newspapers or magazines as shown below.

Issue Paper Title	Published in . . .	Date	Subscription
The Recreation Access Dilemma	Montana Stockgrowers Mont. Stockgrowers Assn.	April 1982	3,600*
Bikeways in Montana's Future	Helena Independent Record	June 1982	13,013* ²
	Bozeman Daily Chronicle	June 1982	10,054* ²
	Great Falls Tribune Daily Circulations	June 1982	37,759* ²
Cross-Country Skiing, Who should Provide?	Montana Outdoors Dept. of Fish, Wildlife and Parks	March-April 1981	35,000
Destination Vacationing, Conserving Energy While Promoting Montana's Recreation Resources	Monthly Tourism Hotline Montana Chamber of Commerce	Feb. 1982	1,400
Downhill Skiing in Montana	Great Falls Tribune Daily Circulation	April, 1981	43,652* ³
Energy & Recreation . . . What's in Store?	Montana Outdoors Dept. of Fish, Wildlife and Parks	May/June 1982	35,000
Recreation & Park Law Enforcement	The Billings Gazette	Sept. 1981	62,963* ³
	Helena Independent Record	Oct. 1981	13,013* ²
	Butte Montana Standard Daily Circulations	Oct. 1981	19,670* ²
The Montana Snowmobile Program . . . Where Will Your Money Go?	Montana Snowmobile Go? Assn. News	Jan-Feb 1982	800
The Montana Wilderness Synopsis	Great Falls Tribune	Oct. 1981	37,759* ²
	Bozeman Daily Chronicle Daily Circulations	Oct. 1981	10,054* ²

*1982 Ayer Dictionary of Publications

² Daily Circulation

³ Sunday Circulation

Note- Due to scheduling conflicts an issue piven on recreational use of motorbikes had to be deleted. A river recreation issue also had to be deleted because of its potential to influence current litigation dealing with public use of the Beaverhead and Dearborn Rivers.

With the close of the year, SCORP has moved from the writing stage to the editing stage and is on schedule for publication (see page 11 for a summary of SCORP).

The Planning Bureau assisted the Travel Promotion Bureau of the Department of Commerce in collecting snowmobile information for the publication, "Montana - Big Snow Country." This publication is available, free of charge, to recreators in Montana.

Following the acquisition of Spring Meadow Lake on the outskirts of Helena, planner Terry Knupp was named as its part-time manager. Terry spends about one-third of her time on this duty under the supervision of Region 4.

During the 1981-82 snowmobile season, newly acquired rechargeable batteries were used on a trial basis in electronic traffic counters in two selected areas. The successful completion of this trial period has resulted in a decision to convert the entire Parks Division summer and winter traffic counting system to rechargeable batteries before the 1982-83 snowmobile season.

Summer visitation and fee report forms were simplified. The summer visitation and snowmobile counts were updated using current count data.

A brochure and new proposal forms were prepared in anticipation of the 1983 Legislature's consideration of coal tax park acquisitions.

The Bureau, through Terry Knupp, worked very closely with the Governor's Wilderness Advisory Committee.

The Planning Bureau is moving more toward direct support of the division's field operations as the time required for the preparation of SCORP steadily declines.

Ten State Park facilities are managed along a 26 mile stretch of the Blackfoot River near Missoula, known as the Blackfoot River Recreation Corridor. A recreation management agreement was implemented by a coalition of agencies, private landowners, organizations and individuals working toward a common goal to responsibly manage this section of the River.



The Design and Construction Bureau . . .

Providing Park Facilities

Site Plans and Comprehensive Plans

A site plan deals with specific detail such as road, latrine, and picnic area placement. A comprehensive plan is on a much smaller map scale, covering much more area, and addresses items such as land use, history, archeology and facilities in a schematic form. It presents more general concepts and is one of the first phases of site development.

Master site plans and comprehensive plans were prepared during Fiscal Year 1982 for the following areas:

Tongue River Reservoir (C)	White Bear (S)
Aunt Molly (C)	Three Forks Ponds (S)
Turah (S)	Region 6 Headquarters (S)
Yacht Basin (S)	Glendive Boat Ramp Area (S)
Amelia Island (S)	Intake (S)
Blackfoot Corridor (S)	McGregor Lake (S)
Deep Creek at Harper's Bridge (S)	Stillson Bridge (S)
Ponderosa (S)	Sun River (S)
Springtime (S)	Big Horn (S)
St. Regis (S)	Simms Bridge (S)
Spring Meadow Lake (S)	Fort Maginnis (S)

S - site plan

C - comprehensive plan

Sign Plans

A signing plan describes the necessary signing and its placement relating to a site. The signing may range from directional and informational signs to special notices and interpretation.

Sign plans were prepared on many projects within the Parks system, including:

Council Grove SM	Brown's Lake FAS
Fort Owen SM	Ackley Lake SRA
Lone Pine SP and Foy Lake SRA	Big Horn FAS
Kila FAS	Spring Meadow Lake SRA (interim signing)

In addition, interpretive signing was developed for Ulm Pishkum, Black Sandy and Council Grove.

Black Sandy Beach on Hauser Reservoir, near Helena has been an extremely popular recreation destination over the years. The donation of a lease to the State Park System by the Montana Power Company will result in design work to Black Sandy State Recreation Area to better accommodate intensive summer use.



Development Projects

The following table shows the current Parks Division development projects. Some are still underway.

Fiscal Year 1982 Development Projects:

<u>Site</u>	<u>Project</u>	<u>Completion Date</u>	<u>Cost</u>
Big Horn FAS	Roadwork	Under Const. (7-19-82)	\$ 25,000
Old Steel Bridge FAS	Roadwork	Under Const.	18,000
Boulder Forks FAS	Roadwork	6-23-82	17,500
Rookery SRA	Roadwork	6-09-82	21,500
Natural Bridge SM	Signs and Foot trail	Under Const.	8,000
Kila FAS	Roadwork	Under Const.	15,000
Council Grove SM	Roadwork	Under Const.	100,000
Bell Crossing FAS	Roadwork	Under Const.	19,000
Hell Creek SRA	Boat Ramp	4-29-82	4,700
Ackley Lake FAS	Roadwork	---	Donation
Eight Mile Ford FAS	Roadwork	6-22-82	9,000
Twelve Mile Dam FAS	Road, Fence, Latrine	12-08-81	10,300
Makoshika SP	Sewer, Electricity	6-30-82	12,200
Selkirk FAS	Bridge	9-18-81	11,800
Springdale Bridge FAS	Roadwork	10-22-81	9,200
Grey Bear FAS	Roadwork	11-19-81	20,000
Lambeth SRA	Latrine	6-21-82	5,000
Giant Springs SP	Landscape, Facilities	Under Const.	262,000
Black Sandy SRA	Roads, Facilities	Under Const.	225,000

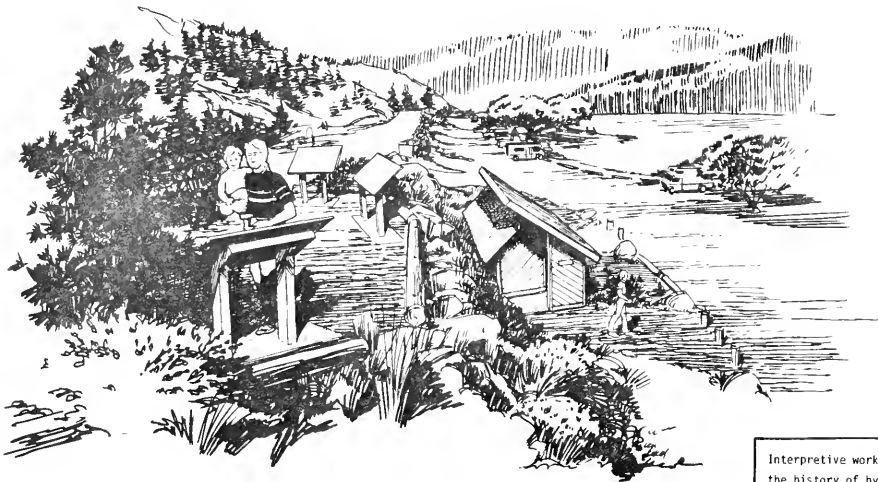
Construction projects at the following locations are in the planning stage.

<u>Site</u>	<u>Project</u>
Poindexter Slough FAS	Service Bridge, Wildlife Habitat Development
Lone Pine SP	Visitor Center, Administrative Site, Roads and Parking, Latrine
Giant Springs SP	Sanitary Sewer System, Paving, Coulee Rehabilitation
Fort Owen SM	Interpretation
Bannack SP	Bridge Crossings and Bypass Road
Silos SRA	Road Improvements, Latrine, Wells, Boat Ramps, Shelters
Lewis & Clark Caverns SP	Electrical Rehabilitation
Council Grove SM	Road Improvements, Fencing, Latrine, Well, Interpretation
West Emigrant FAS	Road Improvement, Latrine
Pine Creek FAS	Boat Ramp, Road Improvement, Latrine
Rosebud Battlefield SM,	
Caretakers Residence	Remodeling - Terminated
Two Leggins FAS	Boat Ramp
Canyon Ferry SRA,	
West Shore Road	Bureau of Reclamation Shoreline Stabilization Study

Litigation

Three Parks Division projects were involved in construction litigation during fiscal year 1982. Those projects were Far West Fishing Access Site on the Yellowstone River and Cameron Bridge Fishing Access Site on the Gallatin River in which no court decisions have been delivered. The third case concerned Boulder Forks Fishing Access Site, which was decided in the department's favor on September 15, 1981.

Our civil engineering crew worked on various surveys at Ashmore Fishing Access Site, Hannon Memorial Fishing Access Site, Maiden Rock Fishing Access Site, Beaver Lodge Fishing Access Site and Camp Baker Fishing Access Site.



Interpretive work at Black Sandy SRA emphasizes the history of hydroelectric generation on Hauser Reservoir.

Special Projects

The Design and Construction Bureau had various special projects during Fiscal Year 1982. They were as follows:

1. Flood Disaster program
 - Craig SRA
 - Jo Bonner SRA
 - Cave Bay SRA
 - Beavertail Hill FAS
 - Beartooth SRA
 - Stickney Creek SRA
 - Fort Shaw FAS
2. Rosebud Battlefield SM Archaeology Study
3. Fort Owen SM Historic Study
4. Engle Property Coal Tax Acquisition Study
5. Latrine Vault and Deck Fabrication
6. Picnic Table Construction
7. Bannack SP Historic Study
8. Cooney SRA Concession Contract Proposal
9. Traffic Counter Maintenance
10. Gartside Dam Inspection
11. A plaque honoring Ed Boehm for his assistance in preparing Greycliff Prairie Dog Town SM
12. Traveling Interpretive Exhibits
13. Corwin Springs FAS Archaeological Study
14. Toston Dam - DNRC Recreation Study

The Regions

REGION 1

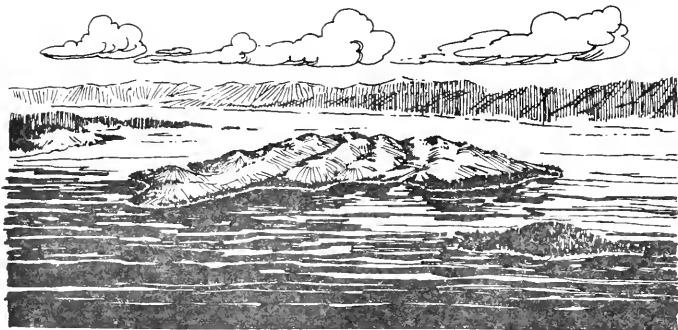
The activities experienced in 1982 have the same nature as those experienced in 1981, only expressed with greater intensity. The programs continue to expand with the ever-increasing demand for more, only to find out that with the budget strain and pain, it must be done with less.

1982 was a record year! More miles driven, more garbage collected, more snow plowed, more trails groomed, more campers, more grass mowed, more weeds cut, more day uses, and more...

To get to some of the detail, here are a few specifics.

- Four Parks staff attended Conservation Officer School.
- A new snow compacter bar was used in the snowmobile trail grooming program.
- A new Toro mower was added to the fleet of mowing equipment.
- The crew creatively-cooperatively manufactured a new trailer for the El Toro.
- New dock installation was completed at Glen Lake Fishing Access Site.
- Snowmobile trail miles and trail marking were expanded.
- Lambeth State Recreation Area for the first time had a resident caretaker.
- Kila and Old Steel Bridge Fishing Access Site projects were nearly completed.
- Work progressed on the Lone Pine State Park project.
- Oh yes, the mule on Wild Horse Island passed on to greener pastures last spring.

During the ice age, a huge glacier scoured out what is now Flathead Lake and slid up and over the more resistant rock which now makes up the 2,165 acre Wildhorse Island State Park.



REGION 2

The majority of Region 2's efforts were guided towards the maintenance of present facilities. Painting, remodeling, and grounds upkeep were completed at nearly every site in the region. The maintenance crew, along with the caretakers, made a strong effort to bring present facilities up to a higher standard that will hopefully elicit more public respect. Two new access areas were acquired at no cost, in cooperation with the Highway Department interstate building project: St. John's Fishing Access Site and Natural Pier Bridge Fishing Access Site, along the lower Clark Fork River near Alberton.

Lost Creek State Park near Anaconda received a complete new face lift. Old toilets were remodeled and repainted. A new handicapped toilet, trail to the Lost Creek Falls and new campground loop and road were completed.

Other major activities included: construction of a foot trail with wooden steps in various spots at Salmon Lake State Recreation Area (SRA), an addition to the Painted Rocks SRA dock, new docks at Salmon Lake and Placid Lake State Recreation Area day-use areas, gravel and road repair at Monture, County Line and Upsala Fishing Access Sites, a sand beach built at Salmon Lake day-use campground. A surplus tractor loader and a snowplow blade for the dump truck were purchased.

Snowmobile grooming projects were continued in the communities of Lincoln, Seeley Lake, Missoula, and Garnett. Hook-up trails were established between Seeley Lake and Lincoln bringing groomed trails to approximately 700 miles.

The third year of the Blackfoot River Recreation Corridor project worked very well. Cooperation with landowners was excellent and the river's popularity grew.

REGION 3

With the increased demands being put on public lands by sportsmen and recreationists, providing more and improved fishing access sites (FAS) was a high priority for the Parks Division. During Fiscal Year 1982, numerous contacts were made regarding potential sites. Point of Rocks and Pine Creek FAS's on the Yellowstone River were added to the Parks System and a land trade at Poindexter Slough was negotiated that traded 36 acres of hay land for an additional 4,500 feet of public access. Preliminary negotiations were initiated to acquire new access sites on the Yellowstone and Jefferson Rivers as well as to eliminate private land holdings at Madison Buffalo Jump State Monument. Road improvements took place at Horn Middle and Gallatin Forks FAS's and Mount Haggis State Recreation Area. A boat ramp was installed at Emigrant FA and a spring

installed at Black's Ford FAS. Cooperation with the federal agencies provided additional public benefits with the Parks Division installing a boat ramp at BLM's Palisades Access on the Upper Madison River and installing a cattle guard on a U.S. Forest Service hunter access.

Despite the increased efforts to improve the Parks' facilities, vandalism took its toll on the sites. Two latrines were burned to the ground and six others were destroyed by vehicles. Numerous signs were shot, burned or ran over. On the bright side of the story, however, one of the arsonists was apprehended and restitution made.

Winter of 1981-82 brought with it more intense grooming of snowmobile trails in the Gallatin area. For the first time in this area, the state owned and operated the grooming equipment. This facilitated better trail maintenance and more miles of groomed trails for the dollars spent. Grooming continued to take place in the Cooke City, West Yellowstone and Dillon areas.

Activities oriented toward preservation and interpretation of Montana's rich cultural heritage centered around Bannack visited by over 30,000 people during the year. Bannack personnel provided visitor orientation services and routine maintenance of structures and campgrounds. In addition, several structures received major roof and window repair. Planning and coordination efforts were initiated for Bannack Days '82 and several meetings were held with county and state personnel to discuss a road reroute and potential for a mine-land reclamation project. A slide series on Bannack was developed and presented to several interested groups. Department personnel worked closely with private consultants in the development of a Bannack cultural resources report.

The Department cooperated with the Gallatin Historical Society who presented a play at the Headwaters State Park commemorating the discovery of the Missouri River Headwaters. Historic education continued with the publication of another historical feature article. Work continued on inventory of Mount Haggin cultural resources.

The region continued to address the department's responsibilities as a landowner in the realm of noxious weed control. On 23 sites, weed control efforts took place using mechanical, chemical or biological control methods. An aggressive biological control program has been initiated by using gall flies to control knapweed and by making Grey Cliff Fishing Access Site available to the Montana State University for leafy spurge experimentation as department weed control policy was formulated by regional staff to establish department policies and goals regarding weed control. A pesticide applicator certification class was attended by regional staff.

Other activities that took place at Parks sites, which keep the program alive and well, include routine repair and maintenance of small machinery, development of land ownership and site maps, road grading, site mowing, fencing, day-to-day caretaking and fee collection, water quality and site use monitoring, issuance of group use permits, and many other tasks too numerous to mention.

Lewis and Clark Caverns State Park was primarily engaged in maintenance oriented tasks in Fiscal Year 1982. The park buildings and picnic tables were all repainted and a campground amphitheater was repaired after sustaining damage from vandals. Retaining walls on the upper and lower trails were repaired. To beautify the area, the concession building was remodeled and the sign islands at the visitor's center were landscaped with natural foliage. Construction was completed on a scenic overlook and associated interpretive facilities. An audio visual "The Making of a Cavern" was installed for public interpretation in a visitor's center. A guide training program was also completed.

The Caverns electrical systems were inventoried to facilitate planning for an upcoming update. Shade shelters for the trails to the Caverns' entrance and exit planned and construction of a handicap ramp was completed.

CANYON FERRY

Canyon Ferry State Recreation Area was fortunate to have utilized a six man YACC crew from October 1, 1981 to April 15, 1982. They provided maintenance capabilities during the winter months to paint signs, clear brush and construct latrines, boat docks and bulletin boards. Black Sandy SRA and Ponderosa SRA were converted from residential caretaker facilities. This greatly reduced incident rates at those sites affected as well as increased the percentage of fees collected. Enforcement efforts at both Canyon Ferry and Hauser Lakes resulted in low incident rates. The visibility certainly paid dividends and made life easier for caretakers as well as for many campers and residents. Ex officio personnel contributed over 120 hours to assist the area game wardens.

Soil and moisture conservation funds in the amount of \$140,000 were anticipated to be received from the Bureau of Reclamation for improvements to the West Shore Road.

The cabin sites lease program involved the following inspections during 1982: 17 renewals, 11 transfers, 36 construction permits, 12 complaints involving violations of lease agreements.

Concession administration during the period involved several controversial areas. Substandard marina operations at Yacht Basin created much controversy. The trespass situation at Cave Bay Lodge adjacent to Kim's Marina created another boiling pot. Both controversial issues are currently in the process of being negotiated and/or resolved.

The long range development program for the Silos area resulted in plans being completed for anticipated construction in the late fall of 1982 or the early spring of 1983.

The following sites were converted to a "pack-in pack-out" policy: Confederate, Scooter Bay and Cottonwood State Recreation Areas and Deepdale Fishing Access Site. This policy seemed to work much better than expected at these particular sites.



On June 18, 1805, Captain Lewis of the Lewis & Clark Expedition, discovered "...the largest fountain I ever saw..." while exploring the south bank of the Missouri river. Just down stream from the present site of Great Falls, this discovery is the focal point of Giant Springs Heritage State Park.

REGION 4

Thanks to the efforts of Ed Nevala and his dedicated Parks maintenance staff, Region 4 was able to get within a year or two of catching up on its maintenance projects.

On land acquisition matters, a regional fishing access stream priority list was formulated to aid in selection of access possibilities. The Sun, Dearborn, Smith, Missouri and Belt Creeks all ranked high on the priority list.

This year a small 8.17 acre site was purchased at the Riceville Bridge on Belt Creek. The area will provide key parking and pedestrian access to the trailhead leading through the canyon at Sluice Boxes State Monument.

A 5-year lease was signed for White Sandy that adjoins Black Sandy State Recreation Area. A donation is being sought for a 20-acre tract on the Missouri River near White Bear Island. This area adjoins a 20-acre piece of frontage previously donated to the department by Harold Poulsen.

An appraisal was completed on a Smith River property and an offer made to the landowner. If the offer is accepted, this 30-acre tract would provide access to the mouth of Sheep Creek and help alleviate a persistent cattle trespass problem.

The possibility of acquiring a 20-acre tract that would provide floating and fishing access to the Sun River was also explored.

The region continued to negotiate for some property near Cascade called Tintinger Slough. This site, which includes one mile of Missouri River frontage and several small ponds, would be a valuable asset to the Great Falls and central Montana recreating public. An appraisal has been conducted but the landowner and the department have not yet come to an agreement in their negotiations.

Lease agreements with the Department of State Lands for Citadel Rock and Fort McGinnis State Monuments were completed.

Development at Black Sandy SRA and Giant Springs SP was completed in August and July respectively. A lot of backslapping took place at the two dedication ceremonies that followed. No sooner were the ceremonies over at Giant Springs than the Heritage Park Commission decided how and where to spend the next appropriation for Phase III development at Giant Springs, and the ones after, and the ones after....

Ackley Lake Fishing Access Site was finished approximately 85% and a dedication ceremony was scheduled for next spring.

The Smith River float season started slow with a cold wet May and June, but it picked up in early July and August. Paul Pacini developed a float log to gain more insight into the Smith River user, his ways and perceptions of the department's management of the Smith. Ground work began on a comprehensive Smith River management plan.

The region's newly acquired Coal Tax park, Spring Meadow Lake State Recreation Area opened for public use on September 1, 1981. Approximately 40 visitor days occurred during its first year. Through several public meetings and the cooperation of the Lewis and Clark County Park Board, the department developed a master site plan and cost estimate request that will be submitted to the 1983 State Legislature.

Other interesting events in Region 4 during 1982 included: depositions for the Dearborn River lawsuit were taken in the summer pending a court decision; a float guide for the Missouri River from Holter Lake to Great Falls was completed; and a legislative interim committee investigated the department.

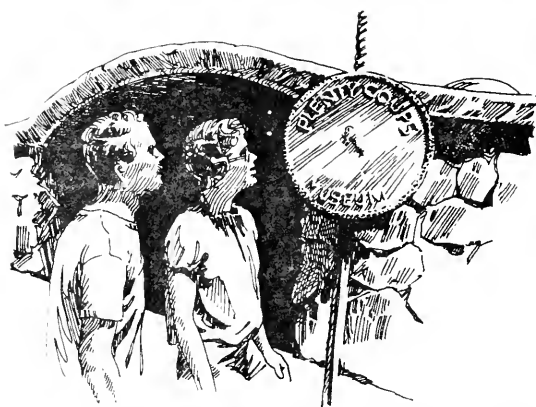
The department negotiated to become owners of some BLM land on the Smith River. The land will transfer to the state from the BLM as part of the "in lieu" selection process in which federal land is being given to the state because all land to be transferred at the time of statehood had not yet been selected.

REGION 5

Region 5 was involved in a wide variety of activities this past year. One of the major activities was the opening of the Bighorn River to fishing by the general public. A management plan for the river was developed and construction completed to upgrade the existing facilities at four river access areas.

Another significant emphasis was the continued restoration of Chief Plenty Coup's home at Chief Plenty Coups State Monument. This project is slow because of the technical work involved and will probably last approximately one additional full season.

Chief Plenty Coups State Monument is near the homestead of the last chief of the Crows. Excellent picnic facilities are available near Chief Plenty Coups' log home and modern museum which depicts Crow culture.



Other development projects completed this year included the Boulder Forks Fishing Access Site and the Natural Bridge State Monument's trail resurface and rock barrier work. The Boulder Forks Fishing Access Site was developed in late June after two years of litigation proceedings. The area provided a much needed access point for the upper Boulder River, a very popular fishing spot.

One cultural project undertaken was the development of a traveling display program. The region did construction and layout work on display panels that can be used at different locations around the state. This will be a very important valuable means to disseminate information to the public about Montana's State Park System. A great deal of time was spent on land matters this past year including the department's land acquisition along the Bighorn and Yellowstone Rivers. Strategic locations were researched for possible purchase. Along with the department's acquisition program was the sale of two parcels of surplus lands by the the department. Final disposal will be completed in the fall of 1982.

The department entered into a cooperative effort with the Bureau of Land Management to identify certain federal surplus properties that may be beneficial to the department's needs. Negotiations on some land trades were researched and placed under review with the hope that much needed access to the Yellowstone River will result.

The region also participated in several Forest Service travel plans, County Weed Board proceedings, the Coal Tax State Park Program, other interagency programs and the department lands multi-use concept.

The year ended with the Cooney concession program still pending with many different options. The department plans to have services available by the summer of 1983 at the recreation area.

Normal maintenance work continued at recreation areas as was needed. Visitation of the recreation areas was up for the 1982 season.

REGION 6

A slide-in fishing pier, made from metal pipe, angle iron and planking, was constructed and placed in the Fort Peck dredge cut trout pond fishing access site. This project was made possible through the cooperation of R-6 Fisheries personnel. Two additional sites were added to the R-6 parks, the Glasgow air base pond and Bjornberg bridge. The base pond was leased from the Department of State Lands. Bjornberg was leased from the Bureau of Reclamation.

Two river access sites were developed at Rookery State Recreation Area. Water rights were completed and submitted for Rookery. Lengthy consultation with the Phillips County commissioners finally ended with the department owning its original 138.99 acres and not the 320 acres that the Phillips County plat books showed.

Last but not least, the R-6 Parks Manager position became full time, having been consolidated from the previous 60%-40% split with Wildlife.

REGION 7

A site inspection for an application to drill for oil on Bureau of Land Management land at Makoshika State Park was attended and a letter written to the United States Geological Service expressing Department concerns about the project. During Capitol for-a-Day program at Glendive, several other state agency department directors were given tours to Makoshika State Park. News interviews were given for a newspaper article on radio tower consolidation efforts in Makoshika. Work continued on the Makoshika Management Plan. New signs and replacements for vandalized signs were installed at Makoshika and Intake.

At the Rosebud Battlefield State Monument, warden Don Malmberg became the resident game warden. However, he moved out in October after being transferred to the Blackfoot River Corridor. Suitability of the Rosebud Battlefield State Monument for buffalo management was assessed.

A new acquisition at Seven Sisters FAS was completed. This acquisition included an with an existing grazing lease which will now be administered by the Department of Fish, Wildlife and Parks. A new septic tank and drainfield was obtained for Amelia Island FAS by trading for the value of revenues received from the sharecropper on the site. Garfield County graded the access and parking area for a new boat ramp at Hell Creek. Fencing, double latrine construction, and snowmobile river access construction was completed at Twelve Mile Dam.

Dog sled journeys to check snowmobiling on the Tongue River were taken and a media tour was given on snowmobile areas in the Miles City vicinity. Several citations were issued in an ex-officio capacity for a lack of registrations.

Camping at Gartside was limited to seven days. Quarterly drinking water samples and chemical tests were taken at several R-7 sites. During the summer, YCC crews totalling 24 people worked at Twelve Mile Dam, Branum Pond, Far West, Amelia Island, Isaac Homestead, and Makoshika.

Negotiations were held with the Miles City Jaycees on holding a demolition derby and motorcross at Branum Pond which occurred during September.

The park manager spent several days helping issue leftover deer and antelope tags. An article written on pleasure horse research was proofed for publication in the January/February issue of "Journal of Soil and Water Conservation." A travelling display on the Rosebud Battlefield State Monument was prepared. Grazing bids on R-7 parks were written. Water right claims were prepared and filed for parks in R-7. 2,700 shelter belt shrubs were planted at Amelia Island FAS.

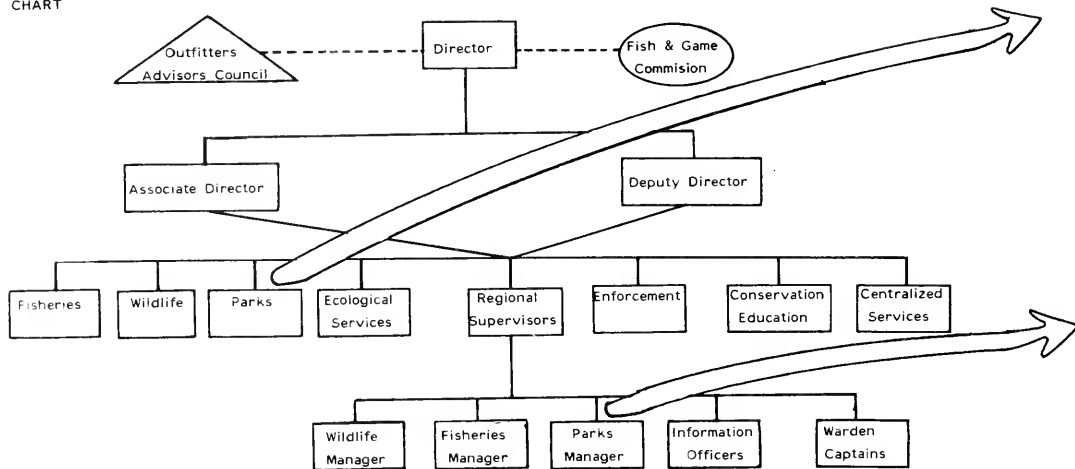
Tours of Twelve Mile Dam FAS and Doeden's Island were given to a fifth grade school class. A meeting with the Trust for Public Lands was held to discuss further park acquisition needs. Meetings were also held with the mayor of Glendive on boat ramp planning and funding. Using state concrete, volunteers installed a new boat ramp at Hell Creek SRA in May. A meeting on the Yellowstone River access was attended at the BLM State Office in Billings. Erosion from high runoff in the spring at South Sandstone was abated somewhat by removing all the dam boards. A meeting was held with Tenneco oil company regarding their plans on Joe's Island.

As the site of Montana's first major gold strike and the first territorial capitol, Bannack has long been recognized as one of the state's major historic sites. A portion of the townsite and what is known today as Bannack State Park was donated to the state by Dillon's Beaverhead Museum Association in 1954.

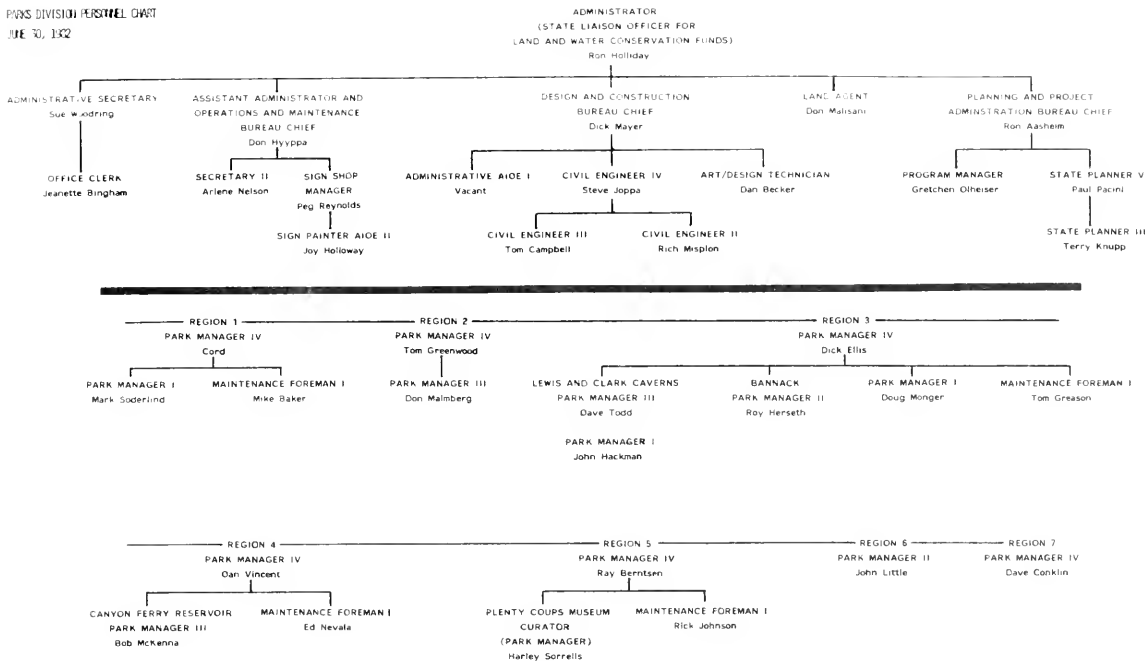


Parks Division Personnel

MONTANA DEPARTMENT OF FISH,
WILDLIFE & PARKS ORGANIZATION
CHART



The above figure portrays the organization of the Department of Fish, Wildlife and Parks on June 30, 1982. The next page portrays the organizational relationships within the Parks Division and the personnel who filled the positions. This provides a historical reference of the responsibilities of various Division employees.



Changes in personnel within the Parks Division during fiscal year 1982 affected both the Helena office and the field offices. Susan Kirley left her part-time position as Office Clerk to accept a full-time position elsewhere within the Department. Jeanette Bingham was hired to replace her. Sheila Bradt moved from Helena and Arlene came back to the Division as her replacement.

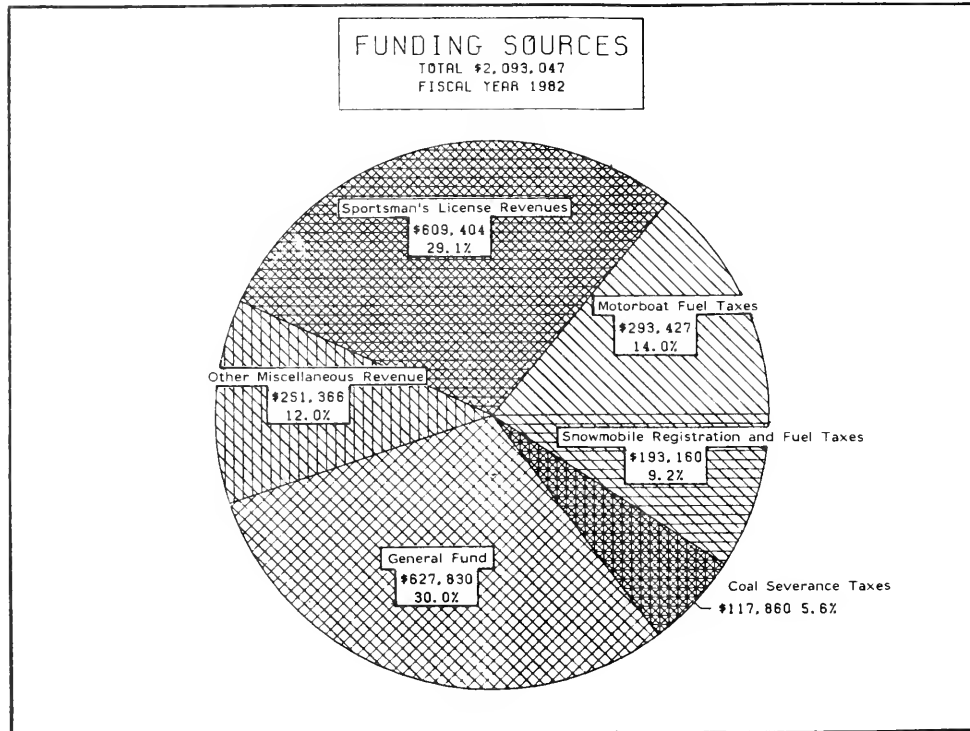
Because of some reorganization within the Department, Don Malisani, the Department's Land Agent, has become a part of the Parks Division.

In the field offices, Don Malmberg came on board as the park manager on the Blackfoot River Corridor after the resignation of Mike Quinn. Lee Huyser left the Region 3 Parks crew and Tom Greason was hired to take over his duties.

The Region 1 Park Manager, Tony Buechel, formally changed his name to "Cord."

Funding and Expenditures

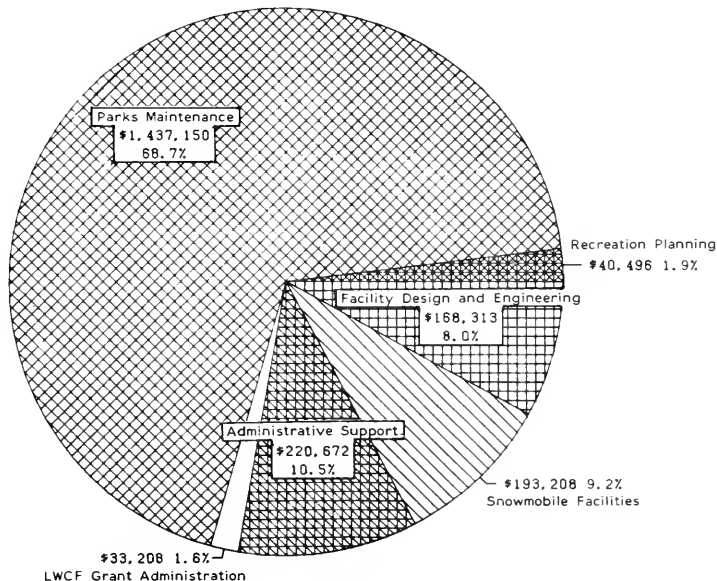
Operations and maintenance funding for the Parks Division's activities comes from several sources. Some such as the General Fund, can be used in support of any legitimate park activity. Most, however, are earmarked--their use is restricted to specific sites or activities.



HOW FUNDS WERE EXPENDED

TOTAL \$2,093,047

FISCAL YEAR 1982



The Coal Severance Tax is used for the maintenance of sites purchased with interest from the Coal Tax Trust Fund (see page 12). The motorboat fuel tax is used for the operation and development of sites where motorboating takes place. Sportsmen's License Revenues are used for maintenance of fishing access and other heavily used sportsmen areas. Other miscellaneous revenues include state parks earned revenues such as camping fees, and some federal sources such as the Land and Water Conservation Fund and CETA.

The 1981 Legislature made appropriations for the 1981-1982 biennium to each of the Department's management divisions. The next page reflects the Parks Division operation and maintenance activities for fiscal 1982. No capital expenditures are included--a further description of these can be found on pages 22 through 27.

Publications

ARTICLES

1. Steve Bayless, "The Recreation Access Dilemma," Montana Stockgrowers, April 1982.
2. Terry Knupp, "Bikeways in Montana's Future," Helena Independent Record, Bozeman Daily Chronicle, Great Falls Tribune, June 1982.
3. Wendell Beardsley, Steve Solem and Paul R. Pacini, "Destination Vacationing," Monthly Tourism Hotline, February 1982.
4. Paul R. Pacini, "Energy and Recreation...What's in Store?," Montana Outdoors, May/June 1982.
5. Paul R. Pacini, "Policing Montana's Parks," Billings Gazette, Helena Independent Record, and Butte Montana Standard, September and October 1981.
6. Robert A. Burns and Robert Mihan, "Law Enforcement in Montana National Parks," Billings Gazette, Helena Independent Record, and Butte Montana Standard, September and October 1981.
7. William Longacre, "Forest Service-USDA Law Enforcement," Billings Gazette, Helena Independent Record, and Butte Montana Standard, September and October 1981.
8. John F. Putsche, "Bureau of Land Management Recreation Law Enforcement," Billings Gazette, Helena Independent Record, and Butte Montana Standard, September and October 1981.
9. Ron Aasheim and Terry Knupp, "The Montana Snowmobile Program... Where Will Your Money Go?," Montana Snowmobile Association Newsletter, January/February 1982.

10. Terry Knupp, "The Montana Wilderness Synopsis," Great Falls Tribune and Bozeman Daily Chronicle, October 1981.
11. G. Wesley Burnett and David G. Conklin, "Preserving a Place for the Pleasure Horse," Montana Outdoors, July/August 1981.
12. Barbara Brown Lathrop, "Wild Horse Island: A Natural Experience," Montana Outdoors, March/April 1982.
13. Dick Ellis and Alan Newell, "Mount Haggin: Living History," Montana Outdoors, May/June 1982.

BROCHURES AND BOOKLETS

1. _____, Parks Perspective, Helena, Montana Department of Fish, Wildlife and Parks (DFWP), January 1982, 46 pages; 300 copies.
2. _____, Lewis and Clark Caverns Employee's Manual, DFWP, March 1982, 47 pages; 25 copies.
3. _____, Missouri River Guide-from Holter Lake to Great Falls, June 1982, brochure; 2000 copies.
4. _____, Bannack State Park, January 1982, brochure; 20,000 copies.
5. _____, Lewis and Clark Caverns State Park, April 1982, brochure; 50,000 copies.
6. _____, Review of the Coal Tax-Parks Acquisition and Management, August 1981; 50 copies.
7. _____, Review of the Coal Tax-Parks Acquisition and Management, (revised), November 1981, brochure; 100 copies.
8. _____, Bats at Lewis and Clark Caverns, April 1982, brochure; 1500 copies.



Chapter 3

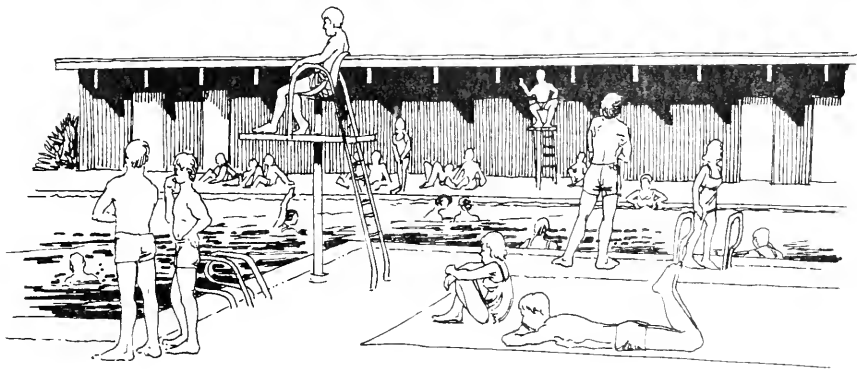
LOOKING AHEAD

The 1983 SCORP; A Summary

Since 1965, the State of Montana has participated in the federal Land and Water Conservation Fund Act (LWCF). In its 17-year history, over \$26,700,000 of federal money has been matched with equal amounts of state or local dollars to improve recreational opportunities in Montana. The kinds of opportunities provided range from municipal parks, swimming pools, tennis courts and golf courses to state Fishing Access Sites, and State Parks.

Before any state can share in the Land and Water Conservation Fund to buy and build recreation facilities, it must have a current plan that describes ways in which the state will help satisfy recreation needs at all levels of government. This plan is called the Statewide Comprehensive Outdoor Recreation Plan (SCORP). It must be prepared and distributed at least once every five years.

Montana's most recent SCORP is scheduled to be published in March of 1983 by its administering agency, the Department of Fish, Wildlife and Parks. The following pages summarize the contents of this new document.



SCORP Chapter I	
The Issues	4 6
The Recreation ACCESS Dilemma	4 7
BIKEWAYS in Montana's Future	4 8
CROSS COUNTRY SKIING: Who Should Provide	4 9
DESTINATION VACATIONING; Conserving Energy While Promoting Montana's Recreation Resources	5 0
DOWNHILL SKIING in Montana	5 1
ENERGY and Recreation . . . What's In Store	5 2
Recreation and Park LAW ENFORCEMENT	5 3
The Montana SNOWMOBILE PROGRAM	5 4
Montana WILDERNESS Synopsis	5 5
SCORP Chapter II	
Status Reports	5 6
SCORP Chapter III	
Participation and Projected Demand	5 7
SCORP Chapter IV	
Supply of Outdoor Recreation Resources	5 9
SCORP Chapter V	
Special Studies	6 1
SCORP Chapter VI	
Project Selection Process	6 2

SCORP Chapter I

The Issues

Nine recreational issues were selected by a statewide process of public involvement and internal research. A popularized article was written and published in either a Montana periodical or newspaper discussing various aspects of each issue, and public comments were requested (see page 20 for more details). These public comments and comments from other agencies were used to formulate the recommendations and policies.

The volume of each issue discussion precludes their inclusion here, however, the resulting recommendations and policies follow in their entirety.

Beaverhead Rock was a landmark recognized by Sacajawea of the Lewis and Clark Expedition as Shoshone country. The expedition hoped to obtain horses from the Shoshone for their westward trip over the mountains. Beaverhead Rock State Monument was acquired by the Department of Fish, Wildlife and Parks in 1975.



The Recreation ACCESS Dilemma

Issue: A great deal of private and public land in the state is unavailable for public recreational use because landowners have limited access to or through their property.

Recommendations:

1. Recognition must be given to landowners for their contribution of fish, wildlife and open spaces by respecting their concerns during decision making processes concerning fish, wildlife or neighboring public land.
2. Efforts must continue by land managing agencies to acquire by purchase, lease, easement or other means, access across private land to public land.
3. Every reasonable effort should be made by state and federal agencies to assist landowners manage recreational guests. These efforts may include providing trespass permit books and regulatory signs to landowners and brochures and public service announcements to educate the public on the proper etiquette when on another's land.
4. Every reasonable effort should be made to protect landowners' rights from unthinking or rude recreating guests and trespassers. Such efforts should include making wardens and other agency enforcement officials available to landowners during seasons prone to trespass, and manning a phone to receive violation reports on a 24 hour basis.

Policy: The state of Montana will promote landowner-agency cooperation to encourage improved landowner-recreationist relations.



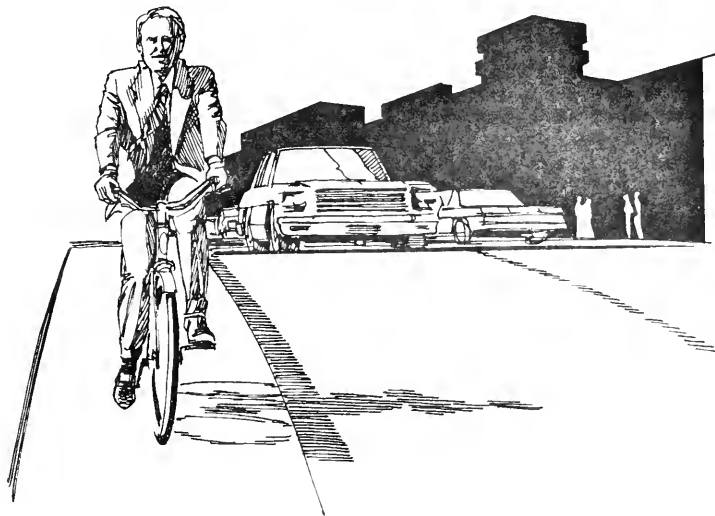
BIKEWAYS In Montana's Future

Issue: The use of bicycles can be a form of recreation, exercise, and a fuel saving form of transportation.

Recommendation:

1. Citizen involvement should be sought by any agency contemplating bikeway construction.
2. The use of bicycles should be portrayed to the public as a form of recreation, exercise, and a fuel saving form of transportation.
3. Agencies associated with bicycle transportation should encourage the use of bicycles through efforts such as safety education, bicycle route mapping as well as bikeway construction.

Policy: The state of Montana will continue to promote bicycle transportation through programs of bikeway construction and proper bicycle use education.



CROSS COUNTRY SKIING:

Who Should Provide

Issue: What should agencies provide for cross-country skiing?

Recommendations:

Outdoor recreation agencies in Montana should:

1. Maintain existing facilities on public lands.
2. Give serious consideration to proposals for the development and management of private facilities and services on public lands.

Policy: The following policies have been provided by the agencies specified.

The Department of Fish, Wildlife and Parks will, if requested, act as a liaison for cross-country ski interests on a case-by-case basis. With such constraints as available manpower and funding, the department will consider the development of cross-country ski facilities on department lands where a significant need is identified.

The Bureau of Land Management will cooperate with the Montana Department of Fish, Wildlife and Parks, the U.S. Forest Service, and the cross-country skiing public in providing assistance for cross-country skiing. The public lands are available for use by cross-country skiers. As opportunities for development of cross-country ski areas or use problems are identified to the Bureau's Resource Management Planning process, the Bureau will make positive efforts to accommodate the cross-country skiing public within the constraints of applicable regulations, funding, and manpower.

The USDA Forest Service will normally rely on state and local agencies or private organizations to provide convenience facilities and services, including snow removal and grooming, warming shelters, food service, and instruction. Trail grooming, if done by the Forest Service, will be intermittent and limited to that necessary to maintain a safe, usable trail rather than on a regular intensive basis. Where there are suitable private lands within or adjacent to National Forest, the private sector will be encouraged to provide convenience facilities and services.

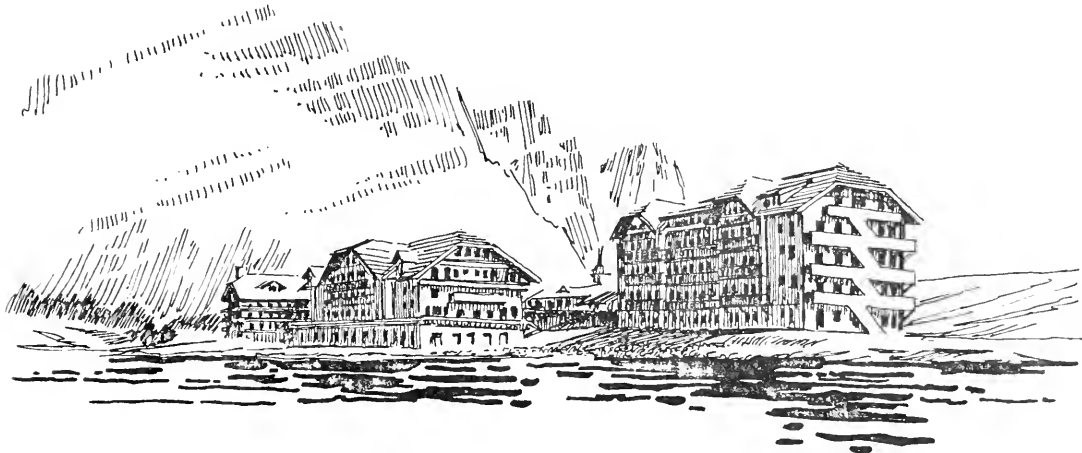
DESTINATION VACATIONING; Conserving Energy While Promoting Montana's Recreation Resources

Issue: The concept of destination vacationing is meant to provide an eventful vacation experience with a minimum of fuel expense due to driving from attraction to attraction.

Recommendations:

1. Business interests should band together on the local level to promote destination vacation packages in their area.
2. Local, state and federal agencies should assist in such promotion when feasible and especially when the agency manages land, facilities, or activities involved.

Policy: The state of Montana will continue to promote tourism in Montana and will consider assistance to local destination vacation efforts. Local businesses however, should share in the cost of attracting visitors.



DOWNHILL SKIING In Montana

Issue: The downhill ski issue paper provided some of the sport's history and present opportunities. Credit was given for its social and economic contribution to Montana.

Recommendations:

1. State and federal regulatory agencies should continue their practice of imposing a minimum of regulation.
2. Regulations should be imposed for safety and environmental protection.
3. Lift ticket prices should be established by free enterprise competition.

Policy: The state of Montana will encourage the continuation of a free enterprise ski industry, tempered with only enough state or federal regulations to insure quality service and safety standards at reasonable rates, with a high degree of environmental consciousness.



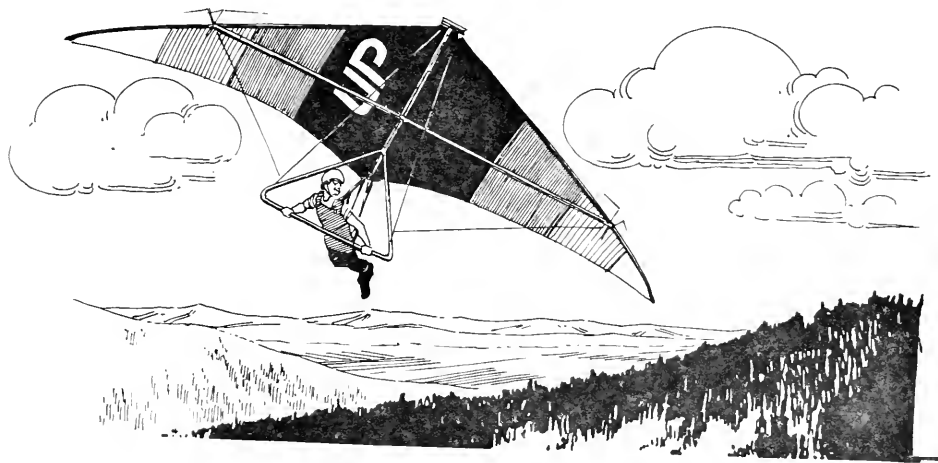
ENERGY and Recreation . . . What's In Store

Issue: For the sake of fuel conservation, to what degree should government influence participation in various recreational activities?

Recommendations:

1. All branches and levels of government should set a good example of fuel conservation.
2. The people of Montana should be allowed to determine what recreational activities they wish to participate in without dictation from government.
3. Fuel consuming statistics should be made available to the public by the state of Montana or other interested entities to assist in the public's free choice of recreation activities.

Policy: The state of Montana will continue to allow a free choice of recreational participation, while educating its citizens as to fuel consuming characteristics of various recreational activities. All public agencies should be a good example of fuel conscious consumption.



Recreation and Park LAW ENFORCEMENT

Issue: The control of vandalism, rowdy behavior, theft and other misconduct in Montana's local, state, and federal parks is being addressed by a variety of approaches.

Recommendations:

1. Public education is needed to increase the awareness of park rules and regulations, and to encourage more personal precautions against criminal behavior.
2. Cooperative agreements between agencies should be investigated to share enforcement efforts.
3. Department of Fish, Wildlife and Parks ex officio should be given regular enforcement training and assignments to maintain their enforcement skills in all program areas. A special fund should be created for this work from appropriate sources.
4. Department of Fish, Wildlife and Parks warden recruitment with recreation management or related degrees should be encouraged by:
 - a. Job announcements which list educational requirements as a "...fish and wildlife degree, recreation management degree or related field..."
 - b. Contact with college and university recreation management curriculum advisors to make them and their students aware of the vocational potential as a state game warden if they have the required credits of biological sciences.
5. A greater awareness of the social interactions involved in park law enforcement might be instilled in existing and future state game wardens by:
 - a. More emphasis on "people management" during in-house training.
 - b. Contact with college and university wildlife curriculum advisors to encourage a greater emphasis on the social sciences for wildlife majors who might be interested in pursuing a vocation as a state game warden.
6. The conservation officer concept should be evaluated by the Department of Fish, Wildlife and Parks to determine if an opportunity exists to enhance the Department's role in park law enforcement.
7. Park law enforcement concerns should be addressed in each park's initial planning by:
 - a. Continuing to emphasize methods of reducing social conflict and vandalism through park design.
 - b. Seeking ways to build park law enforcement funding into the initial park planning process.
8. A study should be conducted to determine the level of non-compliance to specific park rules and state laws within the state park system, whether this non-compliance is on the increase, and if steps can be taken to further improve compliance.

Policy: The state of Montana and specifically the Department of Fish, Wildlife and Parks will make efforts as recommended above to improve compliance to commission and statutory regulations in state parks. The state of Montana will coordinate enforcement efforts with other recreation and land management agencies, especially cooperative agreements, when it is mutually beneficial.

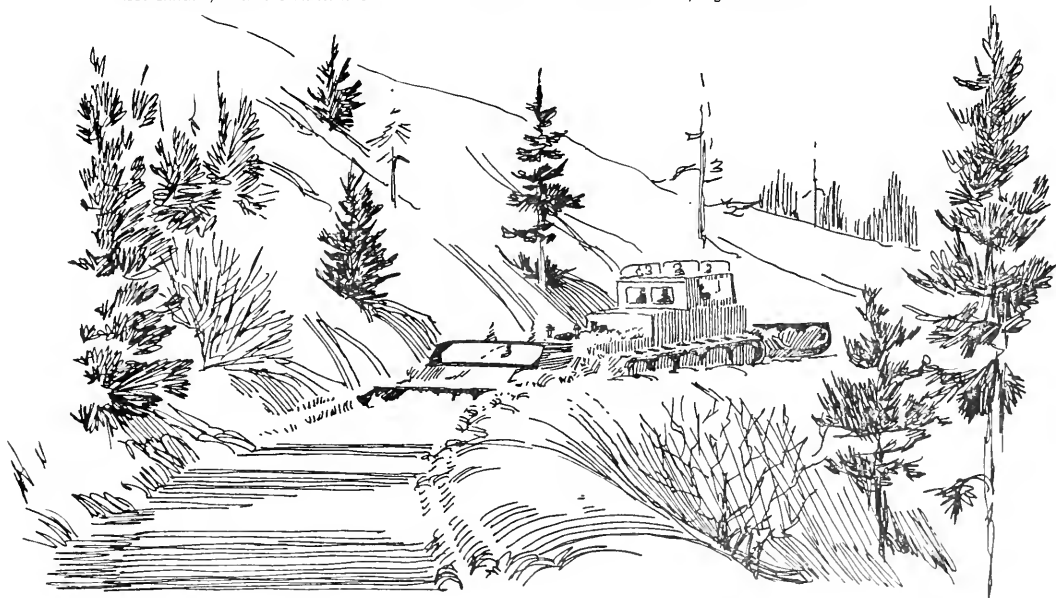
The Montana SNOWMOBILE PROGRAM

Issue: How should the Montana Snowmobile tax dollars be distributed?

Recommendations:

1. Eighty percent of the Parks Division snowmobile funds should be committed to ongoing projects through the following formula:
$$\$ \text{ for Project A} = (\% \text{ use A})(.75 \text{ total } \$) + (\% \text{ registration A})(.25 \text{ Total})$$
2. Twenty percent of the Parks Division snowmobile money should be set aside for new projects and administration.

Policies: The Department of Fish, Wildlife and Parks will distribute snowmobile dollars as recommended above. It will also meet annually with the Montana Snowmobile Association for consultation on program direction.



Montana WILDERNESS Synopsis

Issue: Eleven areas have been designated as wilderness in Montana since the passage of the 1974 Wilderness Act. Proposed additions to the wilderness system are controversial as well as proposed penetrations of existing wilderness areas for commodity production.

Recommendations:

1. State and federal agencies should concentrate on preserving all classified wilderness areas in their present status and condition.
2. Lands with wilderness potential classified as wilderness study areas, should not be compromised unless a definite national need, as determined by Congress, can be clearly demonstrated.
3. Lands with wilderness potential should be evaluated by the Governor's Wilderness Advisory Committee on an individual basis as part of congressionally mandated evaluations.
4. Where private inholdings exist within classified wilderness areas, and where the public and private landowners are in agreement, the federal land managing agency should seek land acquisition of private lands through exchange to preserve management continuity and improve administrative efficiency of wilderness area.

Policy: The State of Montana accepts a responsibility of aiding in the preservation of the American wilderness system. The state will participate in federal land management decisions involving wilderness in Montana. Threats to the wilderness character of existing designated areas will not be supported. Expansion of the wilderness system will be carefully considered on a site-by-site basis.



Status Reports

There are significant subpopulations in Montana whose recreational needs are sometimes over-shadowed by those of the masses. This situation is often due to isolated populations such as we find on indian reservations or because of unique recreational requirements as experienced with certain forms of physical or mental handicaps.

In 1980, the enrolled tribal member population of the seven reservations in Montana was 27, 212. The 1980 census reports a total Indian population of 37,153 in Montana. This amounts to 4.7% of the states total population.

Over 100,000 people in Montana have some kind of physical or mental disability. Although some concentrations of disabled persons occur around population centers, every county in the state is home for part of this sub population. Fifteen of Montana's 52 counties have been identified as providing some kind of recreation facility or service for disabled people.

In an attempt to create a greater awareness of these two subpopulations, a status report was prepared for each of them. These reports can be found in their entirety within the 1983 SCORP document.



Participation and Projected Demand

There was a time when many would have assumed that leisure time and participation in recreational pursuits could only increase because of shorter work weeks, earlier retirements, and a rapidly increasing population. This assumption is less sure today because of second jobs, women entering the job market, later retirements, a decrease in the birth rate, and most importantly, an uncertain economy which affects disposable income, mobility, and leisure time. The fluid nature of these factors compound the problem of planning for outdoor recreation.

Determination of current and future levels of participation is an important component of recreation planning. It helps to insure that needs are met with the most efficient use of existing resources. When participation data are analyzed with other information concerning the supply, and problems confronting recreation, a more complete picture will take form.

Knowledge of certain characteristics of participation including who participates, how often, and where, is essential in recreation planning. Projections of future participation should be made in order to provide viable alternatives for decisions concerning the future of outdoor recreation.

The following tables are condensed examples of the kind of data that can be found in Chapter III of the 1983 SCORP.

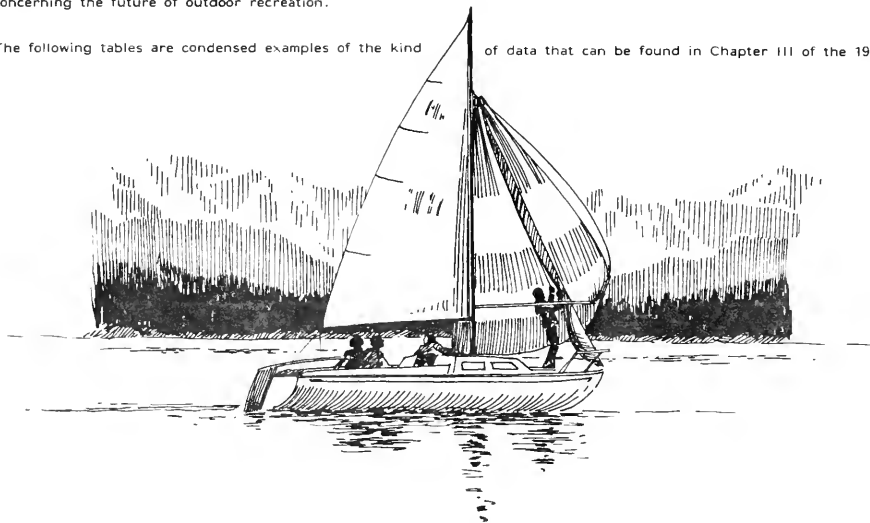


TABLE III-A
1979 Nonresident Activity Days
(Thousands)

Activity	Total
Primitive Campground	365.1
Public Campground	531.7
Private Campground	351.6
Special Campground	111.7
Picnicking: Highway Reststops	175.6
Picnicking: with Tables	342.1
Picnicking: without Tables	161.4
Day Hiking	459.6
Backpacking	94.3
Jogging	124.8
Horseback Riding	166.9
Fishing: Stream/River	303.9
Fishing: Lakeshore	81.2
Fishing: Lake from Boat	111.2
Ice Fishing	-0-
Hunting	83.8
ORV: Motorcycle	15.3
ORV: Other	151.4
Snowmobiling	8.3
Golf	35.5
Tennis	40.9
Swimming: Public Pool	58.4
Swimming: Private Pool	225.8
Swimming: Other	197.8
Power Boating	68.1
Waterskiing	39.5
Sailing	11.0
Canoe/in River	54.1
Canoe/in Lake	18.6
Downhill Skiing	110.6
Cross-Country Skiing	27.7
Visiting Special Attractions	642.9
Visiting Historic Sites	433.1
Attending Events	<u>322.2</u>
Total	5,926.1

Activity Day = participation in an activity at least once
in a 24 hour period.

TABLE III-B
1979 Resident Participation Rates for Selected
Outdoor Recreation Activities
- Thousands of people who participated/ $\frac{1}{3}$ of population -

Activity	Total
ORV: 4x4	129.9/23.8
Bicycling	179.1/32.8
Bird Watching, nature study, photography	160.5/29.4
Boating (motorized)	177.5/32.5
Camping	314.5/57.6
Cross-Country Skiing	79.7/14.6
Driving for Pleasure	389.8/71.4
Fishing (including ice)	321.0/58.8
Hiking	209.7/38.4
Horseback Riding	102.6/18.8
Hunting (including trapping and archery)	192.2/35.2
Motorbike Riding (on- and off-road)	102.6/18.8
Outdoor Swimming	356.5/65.3
Picnicking	423.2/77.5
Playing Outdoor Games (golf, tennis, softball, etc.)	319.4/58.5
River Floating, Canoeing, Rafting	136.5/25.0
Snowmobiling	80.8/14.8
Walking for Pleasure	392.6/71.9
Downhill Skiing	31.1/ 5.7
Other Winter Sports	6.6/ 1.2
Rock Hounding, prospecting, metal detection	8.2/ 1.5

SCORP Chapter IV

Supply of Outdoor Recreation Resources

Montana is composed of a generous mixture of public and privately owned land. Table IV indicates that over 38 million acres or 41% of Montana is publicly administered. This, of course, includes some land that has certain restrictions to public use, such as highway right-of-way.

A more conservative view of public land available for recreational use can be derived from a look at the four major recreation managing agencies in Montana. These agencies include the Montana Department of Fish, Wildlife and Parks, the Bureau of Land Management, Forest Service - USDA; and the National Park Service. These four agencies jointly administer over 26 million acres or 28% of Montana's total surface area. Although this is a conservative view, it is still a very respectable portion of Montana.

The 1983 SCORP also contains an extensive listing of state, local, and private campgrounds, recreation areas and picnic areas by location. It provides additional supply information on popular Montana auto tours, hiking or backpacking opportunities, museums, art centers and more.

Montana is certainly a land of recreational opportunity.

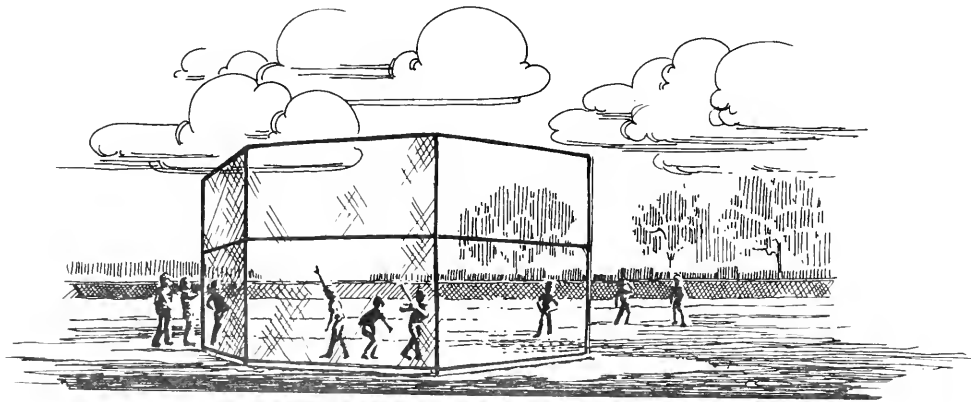


TABLE IV
ACRES OF LAND AND WATER CONTROLLED IN MONTANA

Agency	Agency Owned Land	Non-agency ¹ Owned Land	Total
Montana Dept. of State Lands			
Classified Agricultural and Grazing	4,640,114	0	4,640,114
Classified Forest	492,241	0	492,241
Mont. Dept. of Fish, Wildlife and Parks	221,452 + 62 Lots	103,348	324,800 + 62 Lots
Mont. Dept. of Natural Resources and Conservation	21,000	6,300	27,300
Mont. Dept. of Highways	_____ ²	_____ ²	163,760
U.S. Bureau of Land Management	8,009,164	0	8,009,164
Forest Service, USDA	16,761,851	1,004	16,762,855
Bureau of Reclamation	256,661	15,871	272,532
National Park Service	1,217,925	1,149	1,219,074
Bureau of Indian Affairs	5,236,382 ³	0	5,236,382
U.S. Fish and Wildlife Service	555,299	45,113	600,412
Army Corps of Engineers	588,484	311	588,795
			<u>38,337,429</u> + 62 lots

¹usually leased, easement acquired, or an inholding

²a distinction between agency owned land and property held in easement is unavailable.

³land held in trust by United States of America.

Special Studies

In recent years, an abundance of recreation information has been gathered by a variety of studies and surveys sponsored by a number of organizations. The volume of data exceeds the practical ability of SCORP to assemble it in detail. However, a bibliography of tourism and recreation studies has been developed to assist the recreation planner, consultant, manager, or student in locating more detailed data on selected recreational subjects.

In addition to titles and citations, the 1983 SCORP contains a brief description of each study listed below and where it can be obtained.

Attitudes - Outdoor Recreation in Montana
Cross-Country Ski Survey and Workshop
Economic Impact of Tourism in Montana
Energy Development in Southeastern Montana:
 Its Impact on Outdoor Recreation
An Estimate of Energy Consumption Occurring Because of
 Participation in Selected Outdoor Recreation Activities
The Flathead Basin: An Economic Assessment
Madison River Recreation Study
Montana Tourism Marketing Development Plan
Old West Region Nonresident Travel and Recreation
Survey
Smith River Survey
A Socioeconomic Assessment of the Proposed Expansion of
 the Hauser Dam Hydroelectric Plant on the Missouri
 River, Montana



SCORP Chapter VI

Project Selection Process

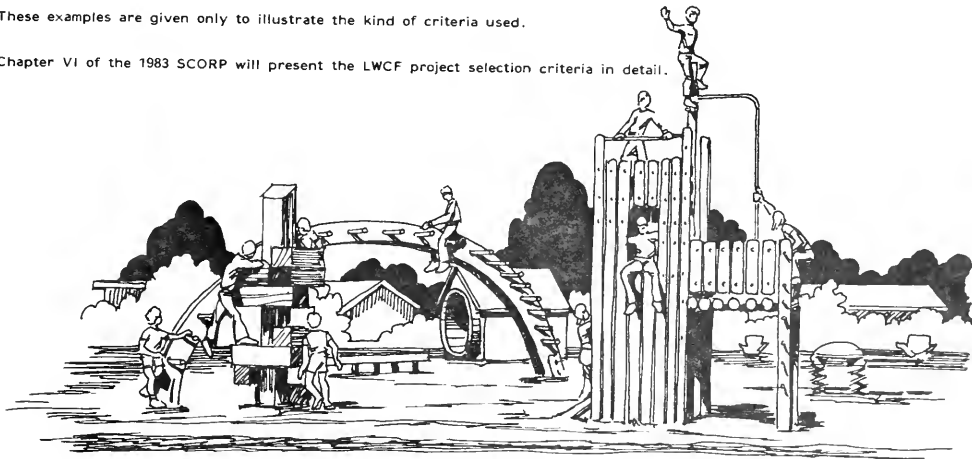
Over recent years, the increasing demand for Land and Water Conservation Fund (LWCF) dollars have out-distanced the dollars that are apportioned yearly to Montana.

In an effort to allocate Land and Water Conservation Fund dollars equitably, a project rating system was developed that considers a variety of factors. A greater number of points are awarded recreation projects that can be enjoyed year-round, projects that provide a variety of opportunities, and those that do not require expensive equipment.

A lower ranking is given to projects in counties that have received LWCF funding on past projects, as well as to project sponsors who obtain all or part of their matching dollars from federal sources.

These examples are given only to illustrate the kind of criteria used.

Chapter VI of the 1983 SCORP will present the LWCF project selection criteria in detail.



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